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STATE AUTOMATION SYSTEMS STUDY

SITE VISIT: DECEMBER 1 - 3, 1993

FLORIDA STATE REPORT

July 25, 1994

FINAL

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FLORIDA STATE REPORT

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STATE PROFILE

System Name:	Florida On-line Recipient Integrated Data Access (FLORIDA)
Start Date:	1989
Completion Date:	1992
Contractor:	Electronic Data Systems
Transfer From:	Ohio
Cost:	
Actual:	$87,612,773 (through May 1992)
Projected:	$94,319,543
FSP Share:	$28,633,042
FSP %:	32.68%
Number of Users:	9,000 (estimated)
Basic Architecture:	
Mainframe:	IBM 9000/900, IBM 3090/600J
Workstations:	32XX terminals, PCs in 3270 emulation mode
Telecommunications Network:	IBM SNA/SDLC T1 network
System Profile:	
Programs:	Food Stamp Program, Medicaid, Aid to Families with Dependent Children, Refugee Assistance, Child Support Enforcement

1.0 STATE OPERATING ENVIRONMENT

The Food Stamp Program (FSP) and other public assistance programs in Florida are administered by the Department of Health and Rehabilitative Services (HRS). Currently, there are four deputy secretaries who report to the HRS Secretary, overseeing the following groups:

- Administration
- Health
- Human Services
- Juvenile Justice

Fifteen district administrators also report to the HRS Secretary.

Responsibility for the State's public assistance programs rests with several groups in the Human Services organization that report to the Deputy Secretary for Human Services. There is a separate program office for Child Support Enforcement (CSE). The Aging and Adult Services (AAS) group is responsible for elderly, disabled, and blind adult recipients of Supplemental Security Income (SSI), Food Stamp Program, and Medicaid benefits. Economic Services (ES) is responsible for the Food Stamp Program, Aid to Families with Dependent Children (AFDC), and Refugee Assistance (RA). A recent reorganization in ES has reduced the number of bureaus from five to three, and each of the following bureaus is headed by a bureau chief:

- Management and Systems Support
- Policy
- Benefit Recovery

The Bureau of Management and Systems Support is responsible for budgeting, accounting, financial statistics, and reporting, as well as providing liaison support between the user and HRS management information systems (MIS) staff in the Information Systems (IS) group under the Deputy Secretary for Administration. The Bureau of Management and Systems Support recently absorbed the Major New Initiative Team (MNIT), which consists of eight management review specialists who were former policy and field staff representing various program areas, including Aging and Adult Services.

Support for public assistance programs in the State is provided by other groups within HRS. The Deputy Secretary of Administration oversees the Revenue Management Office and various administrative areas. The Revenue Management Office is responsible for the cost allocation plan, cost accounting, and budgeting systems for the Food Stamp Program. In October 1993, the Deputy Secretary of Administration also assumed oversight responsibility for the IS group that operates and supports FLORIDA as well as other HRS systems. Prior to this organizational structure change, HRS MIS support was provided by staff reporting to the Deputy Secretary for Management Systems, a position that no longer exists in the State.

The population of the State in 1990 was 13,003,362. Approximately 6.1 percent were food stamp recipients.

The level of unemployment in Florida decreased from 1983 to 1988 and increased between 1989 and 1991. Between 1983 (8.6 percent unemployment) and 1988 (5.0 percent unemployment), the Florida unemployment rate decreased by almost 42 percent. The unemployment level then increased each year between 1989 and 1991. The 1991 unemployment rate was 7.3 percent.

The October 1992 report, The Fiscal Survey of States, provides the following information compiled by the National Association of State Budget Officers:

- Florida's nominal expenditure growth for fiscal year (FY) 1993 was 5 percent to 9.9 percent; the national average for expenditure growth was 2.4 percent.
- Florida reduced the 1992 State budget by $557.9 million after it was approved.
- State government employment levels in Florida increased by 2.48 percent. This change differed in direction from the national average decrease of 0.60 percent in State government employment.
- Florida implemented changes to increased revenues by $354.7 million for FY 1993. The primary source of the revenue change involved increases in sales tax, other taxes, and fees.
- The regional outlook indicated that growth was slow and the recovery uneven in the Southeast states. The regional weighted unemployment rate of 7.9 percent was slightly higher than the national average of 7.8 percent, but the per capita regional personal income increase of 3.6 percent was greater than the national average of 2.4 percent.

2.0 FOOD STAMP PROGRAM OPERATIONS

Food Stamp Program functions are decentralized within the Economic Services Division, as described in the previous section. With the transition to generic caseworkers and the standard filing unit (SFU) in the FLORIDA system, program operations have become even more decentralized.

2.1 Food Stamp Program Participation

Food Stamp Program participation in Florida increased dramatically between 1988 and 1992. The number of FSP households increased by approximately 125.7 percent during this period. Similar increases occurred with the number of individuals participants; the number of individuals receiving food stamp benefits increased by 122.7 percent.

Changes in participation levels for the FSP and other public assistance programs for the last five years are provided in Table 2.1. Florida experienced a major disaster, Hurricane Andrew, in 1992; the hurricane resulted in a tremendous increase in the State's caseloads. The data indicates that the State experienced five-year increases of 99.1 percent, 116.7 percent, and 100.9 percent in the number of AFDC cases, Medicaid participants, and

Child Support Enforcement cases, respectively. The CSE caseload figures include cases involving individuals on public assistance as well as individuals not on public assistance.

Florida's trend towards increased participation continued in 1993. AFDC cases increased from 222,060 in 1992 to 245,482 in 1993, a 10.5 percent increase. The number of food stamp households increased by approximately 56,000 (10.3 percent) since May 1992, and the number of individuals eligible for Medicaid increased by over 200,000 (almost 15 percent) since 1992.

Table 2.1 Average Monthly Public Assistance Participation

Programs	FY 1992	FY 1991	FY 1990	FY 1989	FY 1988
AFDC					
Cases	222,060	165,254	137,115	119,183	110,501
Recipients	601,691	449,318	376,049	327,863	306,549
FSP					
Households	542,753	415,424	309,020	261,212	240,470
Recipients	1,375,341	1,052,248	787,663	666,655	617,570
Medicaid					
Individuals	1,347,687	982,943	813,050	686,259	621,874
CSE					
Cases	881,743	637,019	563,694	496,329	438,670

2.2 FSP Benefits Issued Versus FSP Administrative Costs

The ratio of benefits issued to FSP administrative costs has improved from 10:1 in 1988 to 24:1 in 1992.

Florida's average monthly benefit issuance per household over the last five years, as provided in Table 2.2, has increased.[1]

Table 2.2 FSP Benefits Issued

	1992	1991	1990	1989	1988
Average Monthly Benefit Per Household	$196.71	$179.60	$167.13	$145.31	$139.10

[1] The number of households and benefit amounts use data reported in the FNS *State Activity Reports* each year.

2.3 FSP Administrative Costs

Florida's Food Stamp Program administrative costs for the past five years are provided in Table 2.3.[2] While total administrative costs increased overall during the period, average cost per household decreased by nearly 39 percent.

Table 2.3 FSP Federal Administrative Costs

	1992	1991	1990	1989	1988
Total FSP Federal Admin. Cost	$54,038,979	$54,329,852	$43,601,082	$41,616,271	$38,499,124
Avg. Federal Admin. Cost Per Household Per Month	$8.14	$11.28	$11.97	$13.28	$13.26

2.4 System Impacts on Program Performance

Areas of Food Stamp Program performance that could potentially be affected by the automated systems that support the program include:

- Staffing
- Responsiveness to Regulatory Change
- Combined Official Payment Error Rates
- Claims Collection
- Certification/Reviews

The implementation of the FLORIDA system has had a significant impact on program operations, especially in the areas of staffing and error rates. While most of these impacts have been negative, the relative infancy of the FLORIDA system, as well as the tremendous growth in caseloads, contributed to the problems. The potential benefits of the FLORIDA system are just now being recognized, and the State expects to achieve anticipated benefits in program operations over the next five years.

[2] The number of households and FSP Federal administrative costs are derived from data reported in the FNS *State Activity Reports* each year.

2.4.1 Staffing

FSP support is provided through both Economic Services and Aging and Adult Services. Currently, ES staffing levels for field operations consists of 6.126 full-time equivalents (FTEs) including:

- 551 eligibility worker (EW) supervisors
- 195 food stamp issuance workers who act as cashiers
- 3,846 eligibility workers
- 958 clerical or data entry staff
- 546 interviewing clerks
- 30 operational program administrators

Additional support is provided by 940 individuals in AAS. Staff supporting FSP operations includes 89 EW supervisors, 618 EWs, and 233 clerical staff.

There has not been any increase in public assistance staffing since 1991 when the State began utilizing generic workers; however, the State legislature appropriated funding for 824 FTEs for public assistance for FY 1993/1994. Delays in hiring additional staff have occurred because there is inadequate capacity on the mainframes, and more workstations cannot be added. When FLORIDA was implemented, data entry positions were eliminated. Some data entry staff were reclassified as clerical staff. Their new responsibilities involved performing preliminary applicant screening to determine whether expedited processing was necessary and completing the registration clearance process.

In recent years, Florida has experienced increased worker turnover. State staff attribute the higher turnover to increased caseloads, increased worker responsibilities, lack of support to the worker, and, as a consequence, lowered employee morale. Florida is undertaking a study of the generic worker concept to determine its effectiveness and develop optimal plans for staffing and support.

2.4.2 Responsiveness to Regulatory Change

Of the 14 provisions shown in the Exhibit A-2.1 in Appendix A, Florida implemented each in a timely manner with the following exceptions. Florida was not required to implement regulation 273.9(c)(1)(ii)(F) related to the treatment of General Assistance (GA) payments in determining income because Florida does not have a GA program. Florida received a waiver for regulation 274.2(c)(1), which requires mail issuance to be staggered over at least ten days. Since Florida has decentralized mail issuance, the implementation of this provision would have required staff from some very small offices to deliver an envelope a day to the post office. Instead, the State manually implemented this provision. Regulation 274.6(b)(2), limiting the number of replacements for mail issuance, was handled manually prior to implementation of the FLORIDA system. The State permits only one replacement every six months, which is a more stringent requirement than the Federal requirements.

Although Florida generally was able to implement the required regulations in a timely manner, State staff indicated that the new provisions required changes in the State's system requirements. The changing requirements had a negative impact on the transfer, development, and implementation of FLORIDA

2.4.3 Combined Official Payment Error Rate

Florida's official combined error rate, as indicated in Table 2.4, increased in 1989, decreased in 1990, and increased again in 1991 and 1992. The 1992 error rate was nearly 81 percent higher than the previous year's error rate.

Table 2.4 Official Combined Error Rate

	1992	1991	1990	1989	1988
Combined Error Rate	19.68	10.89	9.66	11.09	9.37

State staff attributed the large increase in error rates in 1992 to two primary factors: the unprecedented caseload growth and the implementation of the FLORIDA system. Between 1989 and 1992, Florida experienced the second highest caseload growth in the nation. At the same time, the State was implementing the FLORIDA system. During case conversion and system implementation, FLORIDA system response time was very slow, and there was periodic downtime. Workers were not able to do their work in a timely manner, and clients visiting local offices were kept waiting due to the system's slowness. Case conversions also were time consuming. Workers were required to convert cases to the new system before the district switched to FLORIDA because the old system could not be used to issue benefits after cutover occurred. For cases that could not be converted in time, the worker extended the certification period to continue to provide benefits to clients. Because Florida did not obtain a waiver from the Food and Nutrition Service (FNS) prior to extending the certification period, all of these cases resulted in errors. Workers subsequently had to recertify all cases for which certification periods had been extended.

Inadequate caseworker conversion training contributed to duplicate issuance errors. When the case was converted, the old system would issue the current month's food stamps, and FLORIDA would begin issuing benefits with the next full month. Unexpected [illegible]

2.4.4 Claims Collection

Table 2.5 presents data indicating the total value of claims established, the value of claims collected, and the percentage of claims established that were collected. The dollar value of claim collections increased each year except 1992, while the value of claims established fluctuated during the period.

Florida's claims collected as a percentage of claims established improved overall during the five year period. The percentage increased each year except 1989. The percentage of claims collected is affected by the total number of claims established, whether the individual is still receiving benefits, the amount of available assets, and other factors.

Table 2.5 Total Claims Established/Collected

	1992	1991	1990	1989	1988
Total Claims Established	$4,414,682	$5,232,921	$4,985,029	$5,006,676	$4,514,961
Total Claims Collected	$2,499,468	$2,847,484	$2,515,592	$2,401,252	$2,181,011
As a % of Total Claims Established	56.6%	54.4%	50.5%	48.0%	48.3%

State staff indicated that the decreases in claims established and claims collected in 1992 were due primarily to the conversion from the old system to the FLORIDA system. Cases were converted in 1991 and 1992. When a client's case was moved from the old system to FLORIDA, any existing recoupments were stopped, and the caseworker was required to recalculate the budget. The timeframe for recalculating the budget and reestablishing the recoupment depended on the time available to the worker. The benefit recovery unit did not know that recoupment had been stopped for one or two months. Therefore, food stamp recoupments were decreased. For cash collections, an interface had to be developed to transfer the collection from FLORIDA to the Accounts Receivable System so that Federal reports could be generated. Problems with this interface resulted in the State getting behind with collection activities. In addition, the reduction in the central collection unit staff affected claims collection levels.

2.4.5 Certification/Reviews

Effective April 1, 1993, the State conditionally met its statewide implementation date and qualified for enhanced funding for the AFDC share of FLORIDA development costs.

This certification did not address the Child Support Enforcement portion of FLORIDA. There still are problems with the interface between the public assistance, CSE, and client registration databases. The State is required to meet several conditions to obtain full Family Assistance Management Information System (FAMIS) certification from the Department of Health and Human Services (DHHS). Additional requirements to be met by the State include:

- Plan for resolving the client registration problems, including those associated with AFDC and CSE
- Correct problems with the interface between FLORIDA and the Medicaid management information system (MMIS) that affect eligibility data in MMIS
- Improve the wire-to-wire third party interface with Social Security Administration (SSA), worker alerts, worker training, and management reporting
- Identify unofficial workarounds and develop a corrective action plan
- Improve the timeliness of application processing
- Address computer resource and capacity problems

Some of these conditions affect the performance of FLORIDA in meeting the requirements of the Food Stamp Program as well.

At the time of the State visit, the FNS post-implementation review had not been conducted or scheduled.

3.0 OVERVIEW OF THE SYSTEM

FLORIDA is used to administer the Aid to Families with Dependent Children Program and the Food Stamp Program, determine eligibility for the Medicaid Program, and support the Child Support Enforcement Program throughout the State.

3.1 System Functionality

The FLORIDA system is a centralized mainframe based system that utilizes interactive interviewing to capture and input all required information during the client interview. Major features of FLORIDA functionality are described in this section. Areas addressed include:

- ***Registration.*** Clients complete a short request for assistance (RFA) document from which the interviewing clerk or screener enters name, address, and demographic information about the head of household and household members into the system through a terminal that is on-line to the central mainframe. A

RFA number, which becomes the case number once the case has been registered on the system, is assigned. Registration includes a search of the registration file to determine whether the individuals previously have participated or currently are participating in any Florida public assistance programs or whether the case has been registered in the Child Support Enforcement system. The search criteria are the Social Security Number (SSN), name, date of birth, and sex. A SSN is not required to conduct this search. If the registration search identifies a case that was active within the last 15 months, the interviewing clerk refers the case to the caseworker. The caseworker is responsible for determining whether the two records match and whether the old case information should be reactivated for the new case. The case number can be reactivated if an applicant is found only in a closed PA case.

During client registration, a number of system activities are performed. The system assigns cases to caseworkers, or the interviewing clerk can assign a case to a specific worker. The system schedules appointments, and a notice of the scheduled appointment is printed and given to the client. The system assigns a case number to each case and determines whether expedited service is required.

The State continues to make enhancements to the client registration function. One specific area in which changes are being made relate to the separation of the CSE and AFDC demographic data. FAMIS certification is conditional on improvements in client registration.

- ***Eligibility Determination.*** Application information is entered into the system at the time of the interview. The caseworker verifies the information that has been entered by the clerical staff during screening and is prompted by the system to ask certain questions of the applicant and to complete specific data entry screens. Only screens that are relevant are presented to the worker. Immediate on-line edits are performed on data entered into the system. The client presents required verifications, and the worker enters verifications into the appropriate screens.

  The system determines the standard filing unit within the household and identifies the assistance programs for which the household members are eligible. The eligibility determination/benefit calculation module prepares a budget for each program area for which FLORIDA is determining eligibility. The system determines technical, income, and asset eligibility.

- ***Benefit Calculation.*** The system calculates the benefit amount, and the worker reviews and verifies system calculations. Efforts are being made to improve the benefit calculation function to eliminate the potential for calculation errors.

- ***Benefit Issuance.*** Florida issues food coupons through mail and over-the-counter (OTC). State staff issue the majority of coupons over the counter through the FLORIDA system. FLORIDA provides screens for the supervisor to issue coupon inventories to cashiers and for cashiers to access recipient data based on the case

number provided on a food stamp ID card. Benefits can be issued only if the payment and issuance of benefits have been authorized through the authorization screen. Client issuance history is available on-line. Issuance files are created on a daily and monthly basis. OTC issuance is staggered over the first 15 days of the month based on the case number. Clients can pick up food coupons any time after the issuance date. The State also mails coupons to selected recipient groups. Mail issuance is not staggered.

State employees are responsible for food coupon issuance. Issuance centers exist throughout the State. While some are in the same building as eligibility workers, issuance is separated physically from the eligibility determination process. The issuance clerk enters the client ID number, accesses the issuance file indicating the amount of coupons to be distributed, prints a coupon receipt form that the client must sign, issues the coupon books to the client, and files the signed coupon receipt form.

The State continues its improvement efforts related to benefit issuance functionality with the objective of eliminating the potential for errors.

- ***Notices.*** FLORIDA automatically generates all required notices, including appointment notices, and workers have several options in producing notices. The worker can generate notices to households using a notice generation screen. The worker also can request that a notice be printed locally so that it can be provided to the client in person. A notice, discussing the future cessation of benefits and closure of the case, automatically is sent to a client if the client fails to appear for a scheduled appointment. Notices for AFDC and the FSP are combined.

- ***Claims System.*** Development of the benefit recovery module that is part of the FLORIDA system was initiated after the module transferred from Ohio was deemed inadequate for Florida's needs. The benefit recovery module is still undergoing changes and enhancements and is not yet complete. Two additional separate systems supplement the functionality of the benefit recovery module -- the Accounts Receivable System (ARS) and the Automated Budget Computation (ABC) system.

  The caseworker enters the cause of the overpayments or underpayments and whether fraud is suspected into the FLORIDA system. Following a review of the claim by the EW supervisor, a notice is sent to the client ten days before the claim is referred to the Benefit Recovery Unit. A claims supervisor decides whether the claim involves agency error, client fraud, or client error by reviewing the case file. After the type of error has been determined, a second notice is sent. The claims worker obtains the necessary information from the case file and from outside sources and enters the revised income information into the ABC system, which calculates the corrected benefit amount and the amount of the overpayment. This information is entered into the FLORIDA system, and a notice of overpayment is mailed to the client. FLORIDA subtracts the amount to be recouped from the

benefits to be issued. The ABC system currently sends notices because the FLORIDA component has not yet been completed. A diskette is sent to the district office to update the personal computer (PC) based ABC system.

- ***Computer Matching.*** The data exchange module performs all computer matching. Matches performed prior to initial certification include: State Department of Labor matches for wages and unemployment compensation, and Social Security Administration matches for wage and benefit information. Duplicate participation checks are performed on-line at application as well as monthly. A Department of Motor Vehicles match is performed for Child Support Enforcement, but not for Economic Services. After initial approval, other Income and Eligibility Verification System (IEVS) matches are performed.

  If there is a match, the worker must perform several actions. First, the EW should ascertain if the information was considered in determining eligibility. If not, information from some sources (e.g., SSA) may be used without further verification. In other instances (e.g., State wages), the worker must contact the client for more information. If the wages in one quarter reflect a difference of more than $75 from the amount that is in the budget, the worker must review the match, and a new budget has to be calculated. The worker must refer to the budgeted amount and the information in the on-line case file to determine whether more information is needed. A future enhancement is planned to facilitate worker review by providing the budgeted amount on the same screen as the amount of the match. Another enhancement automatically will accept the wages reported in the State unemployment insurance, SSI, and SSA matches.

  A large number of matches require worker review because the State has set low thresholds for matches. The system presents the highest priority matches, i.e., IEVS matches, first. Targeting is done only for on-going cases.

  All discrepancies are reported in on-line alerts to the worker and are reviewed in detail using on-line screens. The worker must respond to all discrepancy alerts resulting from matching, since such a response is the only way to delete the alert. The system tracks the number of days it takes for the worker to resolve the discrepancy and provides a report that is sent to the field and used in management reviews.

- ***Alerts.*** On-line alerts are provided to workers. These alerts have four levels of priority. The types of alerts provided include: discrepancies resulting from computer matching, redeterminations that are due, pending applications, and the transfer of a case from one worker to another worker. Most alerts must be deleted manually. Enhancements are being made to the alerts module to reduce the number of alerts and to improve the methods by which alerts are deleted by the system or the worker.

- ***Monthly Reporting.*** There is no monthly reporting in Florida for the Food Stamp Program.

- ***Report Generation.*** The State produces case management reports as well as routine and ad hoc management reports. Case management reports are provided locally to both caseworkers and supervisors. Management reports are to be provided on a routine basis, and managers are able to define their own ad hoc reports. Ad hoc reporting capability has been developed on a separate DB2 system. Additional enhancements are being made in management reports to improve their usefulness.

- ***Program Management and Administration.*** FLORIDA offers a number of special features. Electronic mail (E-Mail) is a separate system that is not available to everyone. All management staff in the district offices and the operational program administrators in the local offices have access to E-Mail. Through FLORIDA, all staff have access to Mail Messages. FLORIDA users can send messages to other users without logging out of FLORIDA. State staff indicated that Mail Messages is not considered to be user friendly. Within FLORIDA, there also is a BROADCAST capability that enables central office staff to notify users of special production moves and system status by sending up to 14 lines of text.

  FLORIDA offers an on-line policy manual. Workers are provided with a printed index to facilitate movement through the on-line policy manual. The worker also can go directly from a screen to the pertinent policy. On-line help screens are also available for and accessible from each screen.

  On-line case narratives in FLORIDA are widely used by workers. Currently, they are maintained indefinitely. Once a narrative has been entered, the worker is not able to go back into the entry to change it. The supervisor, however, has the ability to remove or change case narratives. Workers can enter parameters to assist them in finding specific case narratives.

3.2 Level of Integration/Complexity

AFDC, Medicaid, and the Food Stamp Program are integrated in the FLORIDA system. FLORIDA planning calls for Child Support Enforcement to be interfaced with the other public assistance programs and integrated at the user front end. FLORIDA is fully functional for AFDC, Medicaid, and FSP administration. The CSE interface is still being developed.

The FLORIDA system offers a high degree of user assistance through its mail functions, on-line policy, and on-line help screens. Although paper still exists within the system, FLORIDA has greatly reduced the amount of paperwork that must be completed by the caseworker. FLORIDA provides interactive interviewing, provides necessary and appropriate screens to the user, and determines the standard filing unit and the assistance programs for which applicants are eligible.

3.3 Workstation/Caseworker Ratio

State staff indicated that the objective is to provide a terminal for each eligibility worker and additional terminals for supervisors and clerical staff. As of January 21, 1993, there were 6,678 terminals and 1,480 personal computers accessing the FLORIDA system. There also were 348 terminals in storage that had not been connected due to system capacity problems.

3.4 Current Automation Issues

A number of reviews and audits have been conducted to identify major FLORIDA problems and develop plans for resolving these problems. Some of these issues and problems are discussed below.

There is a multiplicity of client files: one for client registration that has both public assistance and CSE files, one for public assistance, and one for CSE. This has resulted in data ownership and responsibility for updating name and address files becoming issues in the State. It also has led to data redundancy, duplication of individuals in the file, and inaccurate data.

The State is considering several alternatives to deal with problems in the client registration module that have resulted in duplicate and bad data. One option being considered is the separation of CSE and public assistance demographic data and the use of a cross reference between the two. The decision will be made by the program staff, without contractor assistance, but contractors will assist in the required design and programming efforts.

System capacity represents another significant problem area. The system was designed to handle 4,500 concurrent users, and at the current level (5,200 to 5,800 concurrent users), response time is slow. The State needs a system that will support 7,000 concurrent users. To cope with the high transaction and concurrent user volumes, the system is not available to users in all offices within a designated district for a half day each week. The planned downtime is rotated among the districts during the course of the week. The State also plans to initiate a study on architecture and capacity issues. The State expects to release a Request for Proposals (RFP) in the near future, and organizations that bid on conducting the study will be precluded from bidding on future work resulting from the study.

Error rates represent another significant problem, with the State having the highest error rates in the country in 1992. The error rate problems are related to the capacity problems. Staff are behind on recertifications and redeterminations because of the lack of system availability.

Staffing issues also exist in Florida. The use of generic caseworkers during FLORIDA implementation caused a number of problems. The State is developing plans for retraining staff, adding staff, and increasing program area and system support for field staff.

4.0 SYSTEM DEVELOPMENT AND IMPLEMENTATION

This section discusses the approaches used in Florida during the development and implementation of the FLORIDA system.

4.1 Overview of the Previous System

Prior to the implementation of FLORIDA, the State utilized separate systems and specialized caseworkers for administering the AFDC, Medicaid, and Food Stamp Programs. The FSP was supported by the Food Stamp Information System (FSIS). A separate application form was used, and data from the application were recorded on a food stamp specific turnaround document. The turnaround document was submitted to clerical personnel for data entry purposes. The system, which was developed in the 1970s, provided some worker input for updates as well as inquiry capability. Eligibility determination and computations were performed outside the system. FSIS was not integrated with other systems, nor did it automatically receive data from other systems. It had a rudimentary notice system that generated some notices for expirations and monthly reporting. The system was operated on a UNISYS platform.

4.2 Justification for the New System

Major objectives of the FLORIDA project were to: improve client service by providing all client services in one office, eliminate data entry functions, provide on-line real time input and update capabilities, automate eligibility determination and benefit calculation functions, improve system support of caseworkers, and improve error rates. The justification for the new system was both short range and long term. The primary benefits sought in the short term involved the reduction of error rates and overhead costs for clerical support. Longer term objectives were influenced by new Federal and State welfare reform initiatives and legislation. Specifically, the implementation of the new system was justified in terms of its ability to allow workers to devote more time to welfare reform initiatives such as Florida's "Project Independence."

4.3 Development and Implementation Activities

Florida submitted its initial Advanced Planning Document (APD) for a FAMIS system in 1984. The APD was rejected by the Federal agencies. Florida resubmitted APDs in 1985 and 1987. Florida originally planned to transfer the Alaska system and hired Systemhouse as a contractor. The new Secretary of HRS decided that Florida should merge public assistance and CSE. The State was ready to contract with another vendor when Federal approval was withdrawn.

In September 1987, the State sought a new direction in its development effort. In October 1987, the FLORIDA Planning APD (PAPD) was approved. An RFP was prepared that was designed to hold the vendor responsible for the successful development and initial operation of the system. The vendor was required to upgrade the host computer as needed to meet user needs. After implementation, the vendor was supposed to remain involved

as the long term facilities management contractor. By 1988, State program and MIS staff had examined several State systems. The decision ultimately was made to transfer Ohio's system and use a contractor, Electronic Data Systems (EDS), to assist in the development effort.

The FLORIDA development effort involved the submission and approval of numerous APDs. In March 1989, the State submitted an Implementation APD (IAPD) for the FLORIDA system. FNS provided contingent approval in May 1989. This APD was revised and resubmitted in August 1989. The IAPD was approved by FNS in March 1990. The first APD Update (APDU) was submitted in June 1990, revised and resubmitted in January 1991, and approved by FNS in March 1991. The second annual APDU was submitted in June 1991 and approved by FNS in February 1992. The third APDU was approved in January 1993. During 1992 and 1993, the State also submitted APDUs in addition to their annual submissions; these "As Needed" and Emergency APDUs also were approved by FNS.

The project plan involved four phases. Phase I focused on the Requirements System Design (RSD). Field and policy staff reviewed descriptions of the Ohio system to determine which components would be retained and which would be changed. The process was performed at a high level and did not address how a change would be made. Phase II involved the preparation of the Change Definition Document (CDD) in which each screen was reviewed and changes indicated. Phase III, the Detailed System Design (DSD) Phase, was skipped because the State believed that Phase IV, Acceptance Testing, would include the activities normally performed in Phase III. State staff indicated that the decision to bypass Phase III had a negative impact on the implementation effort. Relational edits between the fields and the screens were not developed, and according to program staff, these edits were not adequately addressed during Phase IV. As a result, Phase IV was difficult to complete.

During the development and implementation period, the State decided to shift control of the project from the contractor to State MIS staff. State MIS personnel assumed technical control over the project in June 1992. After the pilot, the State also took over training from EDS and its subcontractor, Florida State University.

4.4. Conversion Approach

Cross program training was performed prior to the implementation of the FLORIDA system in preparation for the transition to a generic caseworker approach. State staff indicated that the transition to the generic approach was not considered successful because there was too much for the worker to learn at once. The State has had to retrain workers, in the program policy and system areas, after FLORIDA was implemented.

Worker training for FLORIDA implementation consisted of six days of system training that was performed by the contractor, EDS. After the FLORIDA pilot test was conducted, more issues were identified, and additional training was required. The State provided an additional two days of training to supplement the EDS training.

The initial approach to conversion was to use a mostly automated process whereby data from the food stamp, AFDC, Medicaid, and Child Support databases could be merged into one integrated HRS database. This approach proved unworkable because of difficulties in eliminating duplicate participant records among databases.

After the pilot test, it became apparent to State staff that over 90 percent of the data for each case would have to be added manually. This manual approach caused some additional problems since the database update was not immediate. In addition, data in existing systems assumed various forms. While some systems had only case data, others had individual data that was not associated with a case or a household. In addition, there were differences in the name, address, and "unique" identifiers between systems. The flaws in the conversion program and problems with the data itself resulted in the need for an extensive manual correction effort using information in case folders as the data source. State MIS staff provided assistance in this data correction effort when a uniform flaw could be identified and corrected through the automated system.

4.5 Project Management

The FLORIDA project was managed by the MIS group under the HRS Deputy Secretary for Management Systems. The original project manager had a program background. Since the technical development for the FLORIDA system was done by contractors, one of the primary responsibilities of the project manager was to manage the contract with EDS.

Beginning in 1988, a steering committee was established to provide oversight direction for the project. The steering committee consisted of representatives from each program area, MIS, and the project manager.

Following implementation, a new position, FLORIDA system director, was created. The FLORIDA System Director reports to the Deputy Secretary of HRS and chairs the FLORIDA Work Group.

4.6 FSP Participation

Program policy staff as well as district staff participated in the RSD and CDD phases of the project. The MNIT was the core user group. It was comprised of six program and field representatives and one supervisor. Each RSD and CDD session had between 15 and 20 people with representation depending on the areas being discussed. MNIT staff participated in all of the sessions. The MNIT group, which functioned as the liaison between program policy and MIS areas, experienced little turnover during the project and provided continuity during the development process.

State staff involved in MNIT indicated that more participation by district staff would have been helpful. It was difficult to obtain personnel resources due to the distance and travel time between Tallahassee and the district offices.

4.7 MIS Participation

During FLORIDA development, State MIS staff functioned as observers and managers, while the vast majority of the technical work was performed by contractors. At the peak of the development effort, EDS had more than 200 people involved with FLORIDA. MIS staff were present at almost every meeting between program, project management, and contractor staff; however, MIS staff were not allowed any "hands-on" involvement in the project until acceptance testing was initiated. Because of the lack of direct involvement in the FLORIDA development effort, HRS had a difficult time retaining quality MIS

county were not resolved before expanding to the first district, and issues from the initial district were not resolved before statewide rollout.

The State experienced many problems with conversion. The flaws with the automated conversion routine required extensive correction activity and manual input. Caseload projections were far too low due to the occurrence of Hurricane Andrew in 1992 and the recession. The impact of the higher caseload was compounded by the Federal mandate that all cases on the system be recertified because of the problems with conversion. Both the higher caseload and the need to recertify cases contributed to the high transaction volume that placed too great a burden on the system.

A combination of conversion difficulties, caseload increases, the recertification requirement, and limited system review contributed to problems with duplicate participation and benefit issuance errors. Medicaid overpayments alone were estimated to be $30 million. Duplicate AFDC checks and duplicate food stamps also were issued. While millions of dollars of benefits were issued erroneously, some recipients that should have received benefits did not because cases were not authorized.

There are a number of unresolved lawsuits by the State and counter lawsuits by the contractor surrounding project issues. The areas of contention relate to hardware procurement and operations of the system.

5.0 TRANSFERABILITY

Florida's approach to identifying a transfer candidate involved several activities. Initially, State staff visited or considered Alaska, North Carolina, Connecticut, South Carolina, Kentucky (food stamp only), and Illinois (WISP only) systems. Florida staff also spoke briefly with Texas staff because Texas had a distributed system. Besides visiting individual states, Florida staff attended the Agency for Children and Families (ACF)-FAMIS quarterly transfer meetings, ISM-MIS annual seminars, the FNS Southeast region annual meeting, and the DHHS ISM meeting. State staff first saw the Ohio CRIS-E system at the ISM meeting.

Florida staff were discouraged from talking with other States' MIS staff about their systems because such discussions could have been perceived as evidence of pre-selection of a system and provided grounds for a procurement protest. Consequently, discussions about other states' systems were conducted with program staff and contractors but did not include MIS personnel.

There were several factors that influenced Florida's choice of a transfer system. FAMIS certification was important to Florida in selecting a system, as was similarity in implementing program policy. Two other desired features, a distributed system and an integrated CSE component, eventually were abandoned. The decision to develop a non-distributed system was made after the original contract, which specified a distributed system, was awarded to EDS.

Ohio's CRIS-E was selected as the base public assistance transfer system, and Maryland's SETS system was chosen as the starting point for developing the CSE component of the system.

Florida's user group went through the screens field by field. State staff indicated that about 75 percent of the base system was changed. Additional data and functional requirements were identified. Major changes and additional functionality were required in several areas including: eligibility determination/benefit calculation, SFU, room and board, disregards, income calculation, budgeting, data exchange, failure logic, and client registration. Florida added several new elements to the CRIS-E system including: SSI/Medicaid related functionality, AFDC/Medicaid coverage groups, benefit recovery, and CSE. In addition, the system was modified to eliminate requirements specific to Ohio that were not Federal requirements. For instance, Florida modified the Ohio system so that cases would not be closed automatically if the recipient had not picked up benefits for two months. Major structural and design changes had to be made to Ohio's system to convert from a county-based system to a State-administered system with districts containing multiple counties for Florida.

Various components of FLORIDA have been considered as transfer candidates and transferred to other States. FLORIDA's Medicaid code was transferred to Tennessee. Parts of FLORIDA also have been transferred to Wisconsin, and there are plans to transfer FLORIDA to West Virginia.

6.0 SYSTEM OPERATIONS

The following section provides a description of the FLORIDA system. The description includes a profile of system hardware and a discussion of the system operating environment.

6.1 System Profile

The system that supports FLORIDA uses two mainframe computers that access a single database and are linked together by a channel-to-channel (CTC) connection. The "applications" machine supports the production application, while the "network" system processes all telecommunications traffic and is used for testing, development, and training.

The components supporting the FLORIDA system are as follows:

- **Mainframe:** IBM 9000/900 (application)
IBM 3090/600J (network)
MVS/ESA, JES2, IMS, RACF
- **Disk:** IBM 3390
IBM 3380
- **Tape:** IBM 3480/3490 - cartridge drives
IBM 3420 - 9 track
- **Printers:** IBM 3800 - lasers
IBM 6262 - impact

- **Front End:** IBM 3745
- **Workstation:** IBM 32XX terminal
  PCs in 3270 emulation mode
- **Telecommunications:** IBM SNA/SDLC T1 network to local access transport areas (LATAs)

A detailed listing is provided as Exhibit A-6.1 in Appendix A.

6.2 Description of Operating Environment

The operating environment consists of several components. This section describes these components, which include the current operating environment, maintenance, telecommunications, performance, response time, system downtime, and plans for future hardware and software enhancements.

6.2.1 Operating Environment

The HRS computer center operates seven days a week, 24 hours a day. The system is available on-line from 6:30 a.m. to 8:30 p.m. Monday through Friday and most Saturdays (from 7:00 a.m. to 7:00 p.m. or from 8:00 a.m. to 5:00 p.m.). The batch window encompasses most of the remaining time. Occasionally there are problems that result in the batch cycle extending into the on-line hours. On-line and batch processing can transpire concurrently since the mainframe is large enough and has three multiprocessing regions. Concurrent processing, however, adversely affects response time so when the on-line window begins, the batch cycle is suspended until noon or after 5:00 p.m. the next day. Once a month, on the second weekend, the batch cycle extends through Monday morning.

Each mainframe has six central processing units (CPUs) running MVS/ESA. Job control is accomplished through JES2. Security is handled through RACF and internal applications security. FLORIDA has an IMS hierarchic database manager. The current IMS database management system (DBMS) is running at 50 percent to over 100 percent higher than its rated capacity because of the innovations the State has implemented. The State uses BMC database tools extensively. These tools have reduced the need to reorganize the database. There is a DB2 database subset for reports that can be accessed through standard query language (SQL) and query management facility (QMF) and is used extensively by the user community. This feature augments the batch reporting and alert generating functions of the system.

The State has a disaster recovery plan with both onsite and offsite alternatives. The IBM 3090 provides an immediate "hot site" for the IBM 9000, and the State contracts with a firm in Philadelphia for an offsite "hot site".

6.2.2 State Operations and Maintenance

State staff supporting the FLORIDA system include 15 computer operators and 44 other staff. The number and type of staff that support FLORIDA and other HRS systems include six system programmers, four database administrators, three network control staff, and three managers; network control staff also support other State systems. The remaining 28 HRS staff are system analysts, application programmers, trainers, or user representatives.

There are currently 47 contract staff involved in supporting FLORIDA, and a request recently has been approved to add 39 additional staff. Many of the contract staff are specialized database, IMS/DC, or large systems experts.

The State has difficulty hiring and retaining qualified technical staff. The State government is not competitive in salaries or advancement opportunities; therefore, it is difficult for the State to attract the expert technical staff needed to keep FLORIDA operating efficiently. In addition, the lack of "hands-on" involvement during development made it difficult for the State to retain technical staff. The State hopes to develop the necessary expertise to support the system by July 1995.

The State has implemented quality teams and a "Total Quality Approach" and uses STRATUS and Yourdon methodologies for development and support. Members of the operations staff have won a State award for their innovative approach to batch processing that resulted in cost savings to the State and reduced the time required to complete the batch cycle.

The FLORIDA work group, a high-level priority setting body for FLORIDA, meets monthly. It is comprised of all of the assistant secretaries within HRS and is chaired by the FLORIDA Administrator. Before the FLORIDA Administrator position -- which reports to the Deputy Secretary for Operations -- was created, the FLORIDA work group reported to the Deputy Secretary for Administration.

System maintenance is performed on Sundays as necessary, and daily backups are performed to secure both the dynamic and static files.

6.2.3 Telecommunications

Florida's telecommunications system is comprised of multiple T1 lines and 56 KB lines coming into the capitol complex in Tallahassee. Multiple 56 KB lines tie into each T1 line. Network control personnel support four networks; three of these can access the FLORIDA system. The entire State of Florida is wired with 56 KB fiber optic lines from the front end processor (FEP) in Tallahassee to FEPs in the HRS district offices. Telecommunications capabilities between the district offices and the 1,400 local sites throughout the State are provided through 19.2 baud fiber optic lines. Almost all lines are digital with a few exceptions. Analog transmission is used for these exceptions

because the independent telephone companies cannot support other transmission technology.

There is a pilot in Gainesville for a fiber FDDI ring tied to a frame relay network to a Tallahassee FDDI ring with SNA gateways. If the pilot is successful and the cost of the telecommunications network is acceptable, State staff expect that two benefits will be achieved: millions of dollars in cost savings and the ability to access -- from any terminal, local area network (LAN), or PC -- any other computer in the State.

6.2.4 System Performance

The FLORIDA system currently is running at over 90 percent capacity most of the time. Availability of direct access storage devices (DASD) and data retrieval capabilities concern State staff. The computer room has more than adequate physical space since the State implemented cartridge drives.

FLORIDA generates 5.5 million transactions per day. At peak processing times, there are 60 transactions per second. Each transaction generates between three and 20 input/output (I/O) transactions to the database.

6.2.5 System Response

Initially, FLORIDA response times varied significantly and could require up to 20 minutes. Many transactions required multiple minutes. This was especially true after the occurrence of the recession and the Federal mandate to recertify the entire caseload, both of which added traffic to the system.

Florida MIS staff have tuned the system through application code improvements, IMS database improvements, and hardware solutions. As a result, most transaction response times are under five seconds. State staff indicated that all transactions except eligibility determination/benefit calculation (ED/BC) and authorization of benefits have acceptable response times. The response times for these two transactions sometimes are as long as several minutes, and the State continues with modifications to improve performance.

Two other practices have impacted response time. The State requested that districts take a half day off once a week and shift 20 percent of their workload to non-peak processing times to reduce transaction volume for the entire system. This has improved response time somewhat. A negative impact on response time resulted from continuing the batch cycle during the on-line processing period. This practice has been changed to improve response time.

Program staff indicated that there have been problems with system response time. To identify the specific times and modules that are most problematic, Economic Services asked field staff to manually track certain functions at a designated time each day. The functions examined include coupon issuance by a cashier, eligibility determination, and

benefit calculation. State staff indicated that manual reporting subsequently was replaced with automated reports produced by network monitoring software.

6.2.6 System Downtime

Downtime was a significant issue when FLORIDA operations began. Because of time constraints in implementing the system, insufficient testing was performed, and there were many system crashes.

The current system is fairly stable with respect to unplanned downtime, but each district is down for a half day each week to help maintain adequate response time throughout the State.

6.2.7 Current Activities and Future Plans

Florida still is trying to get its response time down to its targets, which range from less than two seconds to five seconds, for all transaction types. Meeting these response time objectives requires more system testing and fine tuning.

The State also plans to implement the last part of the CSE system in September 1994. This will place an added burden on the system.

Over the next few years the State anticipates purchasing approximately $20 million in hardware and tools to support the FLORIDA system. The Federal agencies recently have approved $6.5 million for DASD, tools for PC development, and additional contractors to support and tune the system.

The State also is studying its options with respect to its future architecture. While some State staff support the use of LANs throughout the State to offload some of the mainframe burden, others prefer using minicomputers. A study is being planned to determine the State's direction with respect to its hardware platform.

The State is using a modified version of STRADIS to develop "Business Level Objectives" to guide development and enhancement plans. Development is being moved to a PC environment to offload mainframe processing. The State also plans to start using TRAPS, a regression and system test tool that is PC based.

7.0 COST AND COST ALLOCATION

This section addresses the following topics: FLORIDA development costs and level of Federal funding, ADP operational costs, and cost allocation methodologies for development and operational costs.

7.1 FLORIDA Development Costs and Federal Funding

FLORIDA planning was initiated in 1987; however, most actual development activities did not begin until 1989. In March 1989, HRS submitted an Implementation APD. In May 1989, HRS awarded the bid for the system development contract to EDS. In May, FNS provided contingent approval for the IAPD and indicated that funding would be approved in stages. The IAPD estimated FLORIDA development costs at $94,319,543. FNS did not, however, specify the level of approved funding. The system development contract began in June 1989.

APD Updates submitted during the development period provide additional information about FLORIDA development costs. In January 1991, HRS submitted a revised first APDU. FNS approved this APDU in March; the total amount approved for FY 1991 was $16,654,307. The FSP share was 23.72 percent or $3,950,402, and FNS' share at the 75 percent Federal financial participation (FFP) rate was $2,962,802. HRS submitted a second APDU in June 1991 and an "As Needed" APDU in December 1991. FNS approved both APDUs in February 1992. The total FSP share approved was $10,546,230, and the total FNS FFP was $5,894,601. In March 1992, HRS submitted its third APDU. In August 1992, the State submitted an Emergency APDU (EAPDU) to move from a dual processor configuration to an upgraded single processor configuration on the State's mainframe. FNS provided contingent approval for the upgrade to the mainframe, but no FNS funding was approved. In January 1993, FNS approved the third APDU. The total FSP share approved for enhanced funding was $12,475,225. The FNS share -- matched at a combination of 75 percent and 63 percent FFP rates -- was $4,792,950. Additional funds -- reimbursable at the regular 50 percent FFP rate -- also were approved by FNS. The FSP and FNS shares were $10,614,150 and $5,307,075, respectively. The State submitted another EAPDU in April 1993. The purpose of the EAPDU was to request contractor services from Grant Thornton to conduct a management and system controls review, provide technical assistance in developing a system test environment, and develop three configuration plans. FNS approved the EAPDU for a total contract amount of $400,000. The FSP share was $120,760, and the FNS share at 50 percent FFP was $60,380.

The actual cost of FLORIDA, as documented in the cost survey, was $87,612,773. This total was accumulated from June 1989 through May 1992 and includes planning and pre-development costs. The FSP share of this total, before FFP, was $28,633,042.

7.1.1 FLORIDA System Components

FLORIDA is an on-line integrated system which supports the AFDC, FSP, Medicaid, and CSE Programs as well as other State programs. The system includes three major modules:

- Client Registration
- Public Assistance Management Information
- Child Support Enforcement

The modules support on-line communication and transfer of information among departmental staff involved in the eligibility determination process.

7.1.2 Major Development Cost Components

Table 7.1 details by component all actual expenditures incurred during the FLORIDA development period from July 1987 through May 1992.

Table 7.1 FLORIDA Actual Development Expenditures

Cost Component	Actual Cost
State Administration	$14,109,271
District Personnel (Data Conversion)	$27,745,913
Maximus	$2,119,662
EDS	$41,573,845
Price Waterhouse	$185,033
Legal Costs	$681,614
Telecommunication	$1,197,435
TOTAL	$87,612,773

The following sections discuss contractor, hardware, and software cost components in greater detail.

7.1.2.1 Contractor Costs

The original contract for the FLORIDA system, which was awarded to EDS in May 1989, provided $104,269,432 for system development and two years of operations. Excluding operational costs, the original development cost was $87,116,804. This fixed-price, single- vendor contract required EDS to provide: system development services, hardware, telecommunications network support, training and conversion activities, system implementation, and facilities management. To support the development effort, EDS hired several subcontractors including: IBM for hardware, Deloitte Touche for public assistance software, IV-D Systems for CSE software, MIS Software Development (MSD), and Florida State University for training.

The original contract was amended a number of times; the amendments resulted in a total contract value of $91,301,545. Of this total, $39,626,750 was allotted for hardware and $5,183,610 for the mainframe upgrade.

EDS' participation in the development and implementation of the FLORIDA system ceased on May 31, 1992. The actual final contract cost amounts could not be determined due to the outstanding lawsuits between the State and EDS.

7.1.2.2 Hardware Costs

Costs associated with hardware leases or purchases were to be included under the EDS contract. As of this date, the actual payment due to EDS for the hardware located at the HRS computer center cannot be determined due to pending litigation. HRS has purchased and paid for a CPU upgrade for the mainframe.

The following types of equipment were to be covered under the EDS contract: CPUs, disk drives, storage controllers, high speed printers, draft printers, laser printers, plotters, intelligent workstations, CRTs, system consoles, uninterruptible power supply, modems, switches, and communications controllers.

In the July 1993 APDU, HRS projected remaining equipment costs to be $1,856,000. The components comprising these costs were as follows:

- LAN file servers, $120,000
- Communication servers, $36,000
- Workstations, $1,700,000

7.1.2.3 Software Costs

The July 1993 APDU also detailed the expected software related costs required to support FLORIDA. Total remaining software costs were estimated to be $1,461,000 and included the following components:

- Release management, $495,000
- Data analysis, $42,000
- Cross reference for disaster recovery, $40,000
- Ad hoc, $325,000
- Transaction testing, $106,000
- Lower case software design, $160,000
- Lower case software documentation, $293,000

7.2 FLORIDA Operational Costs

The FLORIDA system became operational in November 1992, although not all districts had converted their entire caseloads to the system at this time.[3] Prior to the implementation of FLORIDA, ADP operational costs were generated for a number of non-integrated systems including the FSP system. Table 7.2 presents the share of actual

[3] Source: State of Florida, Office of the Auditor General Report, No. 12061.

operational costs allocated to the Food Stamp Program for FY 1990 through FY 1992, as well as partial data for FY 1993. ADP operational costs for FY 1992 are significantly higher than previous years because FY 1992 data reflects operational costs for parallel processing of FLORIDA and the system that supported the FSP before FLORIDA was implemented.

Table 7.2 ADP Operational Cost

FY	FSP Share	FNS Share at 50% FFP
1990	$3,001,592	$1,500,796
1991	2,745,510	1,372,755
1992	10,967,939	5,483,970
1993	4,552,842[4]	2,276,421

7.2.1 Cost Per Case

The monthly cost per case for FY 1992 was $1.68. This cost was calculated using the 1992 Food Stamp Program monthly caseload of 542,753 households and the 1992 average monthly FSP share of ADP operational costs, $913,995.

7.2.2 ADP Operational Cost Control Measures and Practices

All HRS expenditures are entered into the State Automated Management Accounting System (SAMAS). The costs are recorded and tracked using Other Cost Accumulators (OCAs), which are synonymous with cost centers. OCAs represent either direct or indirect costs.

After costs have been accumulated by OCA in SAMAS, they are entered manually into a PC based cost allocation system using an input schedule. A separate "STAT" file is used to enter all allocation statistics which are applied against the indirect OCAs.

The Revenue Management Unit is in the process of implementing the Cost Allocation Cash Management System (CACMS), which will automate the cost allocation process. CACMS is expected to be fully implemented by June 1994.

7.3 Florida Cost Allocation Methodologies

This section describes the methodologies used to allocate development costs and ADP operational costs.

[4] This is an unadjusted amount and only reflects two months worth of FLORIDA operational cost. After billing issues are resolved, significant retroactive adjustments are expected.

7.3.1 Historical Overview of Development Cost Allocation Methodology

Standard percentages were used throughout the development period to allocate FLORIDA development costs. The percentages used to allocate development costs to all funding sources were as follows:[5]

- AFDC, 30.0 percent
- FSP, 30.7 percent
- Medicaid, 14.1 percent
- CSE, 23.7 percent
- Refugee Assistance, 1.5 percent

7.3.2 FLORIDA Operational Cost Allocation Methodology and Mechanics

All ADP operational costs are assigned to OCAs; each OCA can be classified as billable or allocatable. A billable OCA accumulates the costs of specific services, such as programmer hours, and the total OCA amount is allocated to supported programs. Examples of FLORIDA billable OCAs and the rules for allocating these costs are provided in Table 7.3. An allocatable OCA accumulates costs which benefit more than one entity, and there may be numerous allocations before these costs reach a billable OCA.

Table 7.3 FLORIDA Billable OCAs

Cost Pool	Allocation Rule
FLORIDA PROJECT - 202BT	Costs are allocated based on the percentage of FTEs assigned to cost pools subordinate to the FLORIDA project.
FLORIDA, SYSTEMS ANALYSTS - 205BT	All costs recorded in SAMAS for FLORIDA systems analysts remain directly assigned to this pool.
FLORIDA, PROGRAMMERS - 206BT	All costs recorded in SAMAS for FLORIDA programming remain directly assigned to this pool.

The users or benefitting programs of FLORIDA are AFDC, FSP, Medicaid, CSE, and RA. Each program is assigned a unique user code for the purpose of billing charges for FLORIDA services.

The ADP costs of HRS Management System (MS) services are charged to FLORIDA based on actual usage data from several sources. FLORIDA costs then are allocated to the benefitting programs using a transaction matrix. This matrix cross references FLORIDA transactions to the benefitting Federal programs. Thus, usage data is first coded by FLORIDA transaction and then converted to user billing codes through the transaction matrix. For example, programmers and analysts assigned to FLORIDA record

[5] Source: July 1993 APDU.

actual hours worked in the MS Work In Progress (WIP) System by FLORIDA program

APPENDIX A

STATE OF FLORIDA

EXHIBITS

Exhibit A-2.1
Response to Regulatory Changes

Code	Regulation	Provision	Federally Required Implementation Date	Implemented on Time (Y/N)?	Computer Programming Changes Required (Y/N)?	Changes to State Policy/ Legislation Required (Y/N)?
1.1	1: Mickey Leland Memorial Domestic Hunger Relief Act	1: Excludes as income State or local GA payments to DHHS provided as vendor payments. 273.9(c)(1)(ii)(F)	8/1/91	N/A	N/A	N/A
1.2	1: Mickey Leland Memorial Domestic Hunger Relief Act	2: Excludes from income annual school clothing allowance however paid. 273.9(c)(5)(i)(F)	8/1/91	Y	N	N
1.3	1: Mickey Leland Memorial Domestic Hunger Relief Act	3: Excludes as resource for Food Stamp purposes, household resources exempt by Public Assistance (PA) and SSI in mixed household. 273.8(e)(17)	2/1/92*	Y	Y	N
1.4	1: Mickey Leland Memorial Domestic Hunger Relief Act	4: State agency shall use a standard estimate of shelter expense for households with homeless members. 273.9(d)(5)(i)	2/1/92*	Y	Y	N
2.1	2: Administrative Improvement & Simplification regulations of the Hunger Prevention Act	1: Extended resource exclusion of farm property and vehicles. 273.8(e)(5),etc.	7/1/89	Y	N	N
2.2	2: Administrative Improvement & Simplification regulations of the Hunger Prevention Act	2: Combined initial allotment under normal time frames. 274.2(b)(2)	1/1/90	Y	Y	N
2.3	2: Administrative Improvement & Simplification regulations of the Hunger Prevention Act	3: Combined initial allotment under expedited service time frames. 274.2(b)(3)	1/1/90	Y	Y	N

Exhibit A-2.1
Response to Regulatory Changes

Code	Regulation	Provision	Federally Required Implementation Date	Implemented on Time (Y/N)?	Computer Programming Changes Required (Y/N)?	Changes to State Policy/ Legislation Required (Y/N)?
3.1	3: Disaster Assistance Act & Non-Discretionary regulations of the Hunger Prevention Act	1: Exclusion of job stream migrant vendor payments. 273.9(c)(1)(ii)	9/1/88	Y	N	N
3.2	3: Disaster Assistance Act & Non-Discretionary regulations of the Hunger Prevention Act	2: Exclusion of advance earned income tax credit payments. 273.9(c)(14)	1/1/89*	Y	N	N
3.3	3: Disaster Assistance Act & Non-Discretionary regulations of the Hunger Prevention Act	3: Increase dependent care deductions. 273.9(f)(4), etc.	10/1/88	Y	Y	N
3.4	3: Disaster Assistance Act & Non-Discretionary regulations of the Hunger Prevention Act	4: Eliminate migrant initial month proration. 273.10(a)(1)(ii)	9/1/88	Y	N	N
4.1	4: Issuance	1: Mail issuance must be staggered over at least ten days. 274.2(c)(1)	4/1/89	N	Y	N
4.2	4: Issuance	2: Limitation on the number of replacement issuances. 274.6(b)(2)	10/1/89	N	Y	N
4.3	4: Issuance	3: Destruction of unusable coupons within 30 days. 274.7(f)	4/1/89	Y	N	N

* These dates were changed after the State completed this form and the site visit occurred; therefore, the responses to these particular regulatory changes may be inaccurate.

Exhibit A-6.1
State of Florida Hardware Inventory

Component	Make	Acquisition Method	Number/ Features
CPU			
9000/900	IBM	Purchase	512 megabyte (MB) RAM, 1 gigabyte (GB) expanded memory (EM), 6 CPUs (1)
3090/600J	IBM	Purchase	384 MB RAM, 512 MB EM, 6 CPUs (1)
DISK			
3380	IBM	Purchase	Drives (64)
3390	IBM	Purchase	Drives (222)
TAPE			
Cartridge Drives	IBM	Purchase	3480/3490 (32)
9 Track	IBM	Purchase	3420 (2)
PRINTERS			
Impact	IBM	Purchase	6262 (2)
Laser	IBM	Purchase	3800 (17)
FRONT ENDS			
FEP	IBM	Purchase	3745 (16)
REMOTE EQUIPMENT			
Workstations	IBM	Purchase	32XX Terminals (6,678)
PCs	Various	Purchase	IBM compatibles used in 3270 emulation mode (1,480)

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APPENDIX B

STATE OF FLORIDA

ANALYSIS OF OPERATOR USER SATISFACTION SURVEYS

OVERVIEW

This appendix presents the results of the Operational Level User Satisfaction Survey. Frequency counts of responses to all applicable items on the survey are included, grouped by the topic covered by the item. The results for the items covering each topic are summarized as well.

The responses to the Operational Level User Satisfaction Survey represent the perceptions of eligibility workers (EWs) in Florida. In other words, these responses do not necessarily represent a "true" description of the situation in Florida. For example, the results presented regarding the response time of the system reflect the workers' perceptions about response time, not an objective measure of the actual speed of the response.

Description of the Sample

The following table summarizes the potential population size and the final size of the sample who responded.

Number of EWs in Florida	Number Selected to Receive Survey	Percentage Selected
4,328	63	1.5%
	Number Responding to Survey	Response Rate
	30	47.6%

The eligibility workers selected to receive the survey were selected randomly so their perceptions would be representative of EWs in Florida. The number of responses, however, is low and produces a small sample that may not be representative of the randomly selected group.

Summary of Findings

EWs responding to the survey appear to be somewhat satisfied with the computer system in Florida. They generally find it provides acceptable availability, accuracy, and ease of use for most functions. Nevertheless, the responses show that a significant minority of workers believe that system response time is poor and have problems with particular features of the system. While a majority think that the system is a great help to them, overall worker satisfaction with the system is mixed.

Compared to the previous system, 75 percent of eligibility workers prefer the new system or do not have a preference. Most of the respondents believe the new system helps them do their jobs and makes them more productive. A significant subset of workers think that the system adds stress to the job, makes it more difficult to perform specific functions, and results in more errors. Responding

EWs feel that the system has little overall impact on client service and a generally positive or neutral impact on fraud.

SYSTEM CHARACTERISTICS

Response Time

What is the quality of overall system response time?

	Number of Respondents	Percentage of Respondents (%)
Poor	13	44.8
Good	16	55.2

What is the quality of system response time during peak periods?

	Number of Respondents	Percentage of Respondents (%)
Poor	26	92.9
Good	2	7.1

How often is the system response time too slow?

	Number of Respondents	Percentage of Respondents (%)
Sometimes	12	40.0
Often	18	60.0

EWs in Florida are somewhat dissatisfied with system response time. While a slim majority of EWs feel that overall system response time is good, almost 93 percent of the workers believe that response time is poor during peak processing periods. Furthermore, 60 percent of EWs think that response time often is too slow.

Availability

How often is the system available when you need to use it?

	Number of Respondents	Percentage of Respondents (%)
Sometimes	7	23.3
Often	23	76.7

How often is the system down?

	Number of Respondents	Percentage of Respondents (%)
Rarely	8	26.7
Sometimes	20	66.7
Often	2	6.7

EWs believe that system availability generally is acceptable. Nearly 77 percent of the workers surveyed believe that the system often is available when they need to use it, but just over 73 percent also think that the system is sometimes or often down. The system downtime, however, does not seem to be intrusive enough to detract from the perception that the system generally is available.

Accuracy

What is the quality of the information in the system?

	Number of Respondents	Percentage of Respondents (%)
Poor	3	10.0
Good	21	70.0
Excellent	6	20.0

How often is a case terminated in error?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	63.3
Sometimes	9	30.0
Often	2	6.7

How often is eligibility incorrectly determined?

	Number of Respondents	Percentage of Respondents (%)
Rarely	11	36.7
Sometimes	13	43.3
Often	6	20.0

How often is the system's data out-of-date?

	Number of Respondents	Percentage of Respondents (%)
Rarely	16	53.3
Sometimes	11	36.7
Often	3	10.0

Under the new (current) system, how difficult or easy is it to calculate benefit levels accurately?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	1	4.8
About the same	8	38.1
Easier	12	57.1

In general, eligibility workers think that the system's data and computations are accurate. Ninety percent of EWs believe the quality of the data in the system is good or excellent. Majorities also report that cases rarely are terminated in error and the system rarely contains out-of-date information. Over 65 percent of the EWs report, however, that eligibility is sometimes or often determined incorrectly. Despite these problems, less than five percent of EWs think that in comparison to the previous system, it is more difficult to calculate benefit levels accurately with the new system.

Ease of Use

How often do you have difficulty obtaining necessary information from the system?

	Number of Respondents	Percentage of Respondents (%)
Rarely	15	50.0
Sometimes	14	46.7
Often	1	3.3

How often do you have difficulty learning to use the system?

	Number of Respondents	Percentage of Respondents (%)
Rarely	16	53.3
Sometimes	13	43.3
Often	1	3.3

How often do you have difficulty automatically terminating benefits for failure to file?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	73.1
Sometimes	4	15.4
Often	3	11.5

How often do you have difficulty generating adverse action notices?

	Number of Respondents	Percentage of Respondents (%)
Rarely	16	61.5
Sometimes	7	26.9
Often	3	11.5

How often do you have difficulty generating warning notices?

	Number of Respondents	Percentage of Respondents (%)
Rarely	14	56.0
Sometimes	9	36.0
Often	2	8.0

How often do you have difficulty restoring benefits?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	70.4
Sometimes	7	25.9
Often	1	3.7

How often do you have difficulty identifying recipients already known to the State?

	Number of Respondents	Percentage of Respondents (%)
Rarely	21	72.4
Sometimes	7	24.1
Often	1	3.4

How often do you have difficulty updating registration data?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	70.4
Sometimes	7	25.9
Often	1	3.7

How often do you have difficulty updating eligibility and benefit information from recertification data?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	65.5
Sometimes	8	27.6
Often	2	6.9

How often do you have difficulty identifying cases which are overdue for recertification?

	Number of Respondents	Percentage of Respondents (%)
Rarely	21	72.4
Sometimes	7	24.1
Often	1	3.4

How often do you have difficulty monitoring the status of all hearings?

	Number of Respondents	Percentage of Respondents (%)
Rarely	13	76.5
Sometimes	4	23.5

How often do you have difficulty tracking outstanding verifications?

	Number of Respondents	Percentage of Respondents (%)
Rarely	13	46.4
Sometimes	13	46.4
Often	2	7.1

How often do you have difficulty automatically notifying households of case actions?

	Number of Respondents	Percentage of Respondents (%)
Rarely	20	69.0
Sometimes	7	24.1
Often	2	6.9

How often do you have difficulty notifying recipients that recertification is required?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	67.9
Sometimes	9	32.1

How often do you have difficulty identifying cases making payments through recoupment?

	Number of Respondents	Percentage of Respondents (%)
Rarely	15	65.2
Sometimes	5	21.7
Often	3	13.0

How often do you have difficulty identifying error prone cases?

	Number of Respondents	Percentage of Respondents (%)
Rarely	10	41.7
Sometimes	11	45.8
Often	3	12.5

How often do you have difficulty identifying cases involving suspected fraud?

	Number of Respondents	Percentage of Respondents (%)
Rarely	8	32.0
Sometimes	11	44.0
Often	6	24.0

How often do you have difficulty assigning new case numbers?

	Number of Respondents	Percentage of Respondents (%)
Rarely	17	68.0
Sometimes	6	24.0
Often	2	8.0

Under the new (current) system, how difficult or easy is it to determine eligibility?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	4	19.0
About the same	6	28.6
Easier	11	52.4

Under the new (current) system, how difficult or easy is it to automatically terminate benefits for failure to file?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	2	10.0
About the same	6	30.0
Easier	12	60.0

Under the new (current) system, how difficult or easy is it to generate warning notices?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	2	10.5
About the same	8	42.1
Easier	9	47.4

Under the new (current) system, how difficult or easy is it to restore benefits?

	Number of Respondents	Percentage of Respondents (%)
About the same	4	20.0
Easier	16	80.0

Responses to these questions indicate that a majority of EWs find the system easy to use for many functions. Nevertheless, half of the EWs report sometimes or often having difficulty obtaining information from the system. Also, a majority of workers sometimes or often have problems tracking outstanding verifications, identifying error prone cases, and identifying cases involving suspected fraud. Significant minorities of workers also report sometimes or often having difficulty learning to use the system and generating warning notices.

Data also are provided comparing the current and previous systems; among the EWs who answered these questions, the general impression is that the degree of difficulty associated with performing most functions in the current system is similar to or less than the

difficulty of performing the same functions under the previous system.

FOOD STAMP PROGRAM NEEDS

Worker Satisfaction Levels

How often is the system a great help to you in your job?

	Number of Respondents	Percentage of Respondents(%)
Rarely	1	3.3
Sometimes	9	30.0
Often	20	66.7

How often is the system an added stress in your job?

	Number of Respondents	Percentage of Respondents(%)
Rarely	9	30.0
Sometimes	13	43.3
Often	8	26.7

How often is the system more of a problem than a help?

	Number of Respondents	Percentage of Respondents(%)
Rarely	13	43.3
Sometimes	15	50.0
Often	2	6.7

Under the new (current) system, how satisfying do you find your work?

	Number of Respondents	Percentage of Respondents (%)
Less	7	33.3
About the same	8	38.1
More	6	28.6

Under the new (current) system, how pleasant do you find your work?

	Number of Respondents	Percentage of Respondents (%)
Less	7	33.3
About the same	9	42.9
More	5	23.8

Under the new (current) system, how stressful do you find your work?

	Number of Respondents	Percentage of Respondents (%)
Less	2	9.5
About the same	7	33.3
More	12	57.1

Under the new (current) system, how much are you able to get done?

	Number of Respondents	Percentage of Respondents (%)
Less	3	14.3
About the same	6	28.6
More	12	57.1

Under the new (current) system, how efficient are you in your work?

	Number of Respondents	Percentage of Respondents (%)
Less	4	19.0
About the same	9	42.9
More	8	38.1

How do you rate the new (current) system in comparison to the previous system?

	Number of Respondents	Percentage of Respondents (%)
Worse	5	25.0
About the same	5	25.0
Better	10	50.0

Workers have mixed opinions regarding satisfaction with the system. While two-thirds of eligibility workers think that the system often is a great help in their jobs, 70 percent of the workers believe that the system sometimes or often contributes to job-related stress. A majority of EWs also think that the system is sometimes or often more of a problem than a help.

Compared to the previous system, 75 percent of the EWs think that the current system is better than or equal to the previous system. A majority of workers feel that they are more productive with the current system, but many workers are dissatisfied with aspects of their work environment. One third of the EWs find their work less satisfying and less pleasant under the new system, and over 57 percent find their work more stressful.

Client Service

How often is expedited service difficult to achieve?

	Number of Respondents	Percentage of Respondents (%)
Rarely	16	55.2
Sometimes	13	44.8

How often do you have difficulty providing expedited services?

	Number of Respondents	Percentage of Respondents (%)
Rarely	17	60.7
Sometimes	9	32.1
Often	2	7.1

Under the new (current) system, how difficult or easy is it to interview a client in a timely manner?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	3	15.0
About the same	8	40.0
Easier	9	45.0

Under the new (current) system, how would you rate the number of trips the client has to make to obtain benefits?

	Number of Respondents	Percentage of Respondents (%)
More	1	4.8
About the same	12	57.1
Fewer	8	38.1

Under the new (current) system, how would you rate the amount of time a client has to wait in the office?

	Number of Respondents	Percentage of Respondents (%)
More	5	25.0
About the same	8	40.0
Less	7	35.0

Under the new (current) system, how would you rate the amount of paperwork demanded of the client?

	Number of Respondents	Percentage of Respondents (%)
More	8	38.1
About the same	11	52.4
Less	2	9.5

A majority of EWs surveyed feel that there are few problems associated with providing expedited service to clients. Comparing the current and previous systems, significant majorities of EWs feel that client service is about the same or improved under the current system; however, over 38 percent of EWs think that there are greater paperwork demands placed on clients with the current system.

Fraud and Errors

Under the new (current) system, how difficult or easy is it to collect overpayments?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	1	10.0
About the same	5	50.0
Easier	4	40.0

Under the new (current) system, how many errors are made?

	Number of Respondents	Percentage of Respondents (%)
More	10	47.6
About the same	4	19.0
Fewer	7	33.3

Under the new (current) system, how many instances of fraud get by?

	Number of Respondents	Percentage of Respondents (%)
More	4	19.0
About the same	5	23.8
Fewer	12	57.1

EWs generally believe that the current system has a positive or neutral impact on payment collections and fraud detection; however, almost 48 percent of EWs think that more errors are made with the current system.

APPENDIX C

STATE OF FLORIDA

ANALYSIS OF MANAGERIAL USER SATISFACTION SURVEYS

OVERVIEW

This appendix presents the results of the Managerial Level User Satisfaction Survey. Frequency counts of responses to all applicable items on the survey are included, grouped by the topic covered by the item. The results for the items covering each topic are summarized as well.

The responses to the Managerial Level User Satisfaction Survey are the perceptions of eligibility worker (EW) supervisors in Florida. In other words, these responses do not necessarily represent a "true" description of the situation in the State. For example, the results presented regarding the response time of the system reflect the managers' perceptions about that response time, not an objective measure of the actual speed of the response.

Description of the Sample

The following table summarizes the potential population size and the final size of the sample who responded.

Number of EW Supervisors in Florida	Number Selected to Receive Survey	Percentage Selected
655	30	4.6%
	Number Responding to Survey	Response Rate
	13	43.3%

The supervisors selected to receive the survey were selected randomly so their perceptions would be representative of supervisors in Florida. The total number of respondents, however, is low. The low response rate produces a small sample whose responses may not be representative of this random selection.

Summary of Findings

Most of the EW supervisors believe that the system sometimes or often helps them in their jobs. A majority of EW supervisors report that overall system availability and accuracy are acceptable; however, the majority of EW supervisors are dissatisfied with system response time. EW supervisors feel that the system is relatively easy to use, but there are areas in which some EW supervisors believe there are problems. Supervisors agree that the system generally supports their management needs.

In comparison to the previous system, half of the responding EW supervisors prefer the current system. In general, EW supervisors think that the current system is easier to use and offers improvements in many areas including client service, fraud

detection, and claims collection. Supervisors opinions, however, regarding the system's impact on job satisfaction, are mixed.

SYSTEM CHARACTERISTICS

Response Time

What is the quality of overall system response time?

	Number of Respondents	Percentage of Respondents
Poor	7	58.3
Good	5	41.7

What is the quality of system response time during peak periods?

	Number of Respondents	Percentage of Respondents
Poor	9	69.2
Good	4	30.8

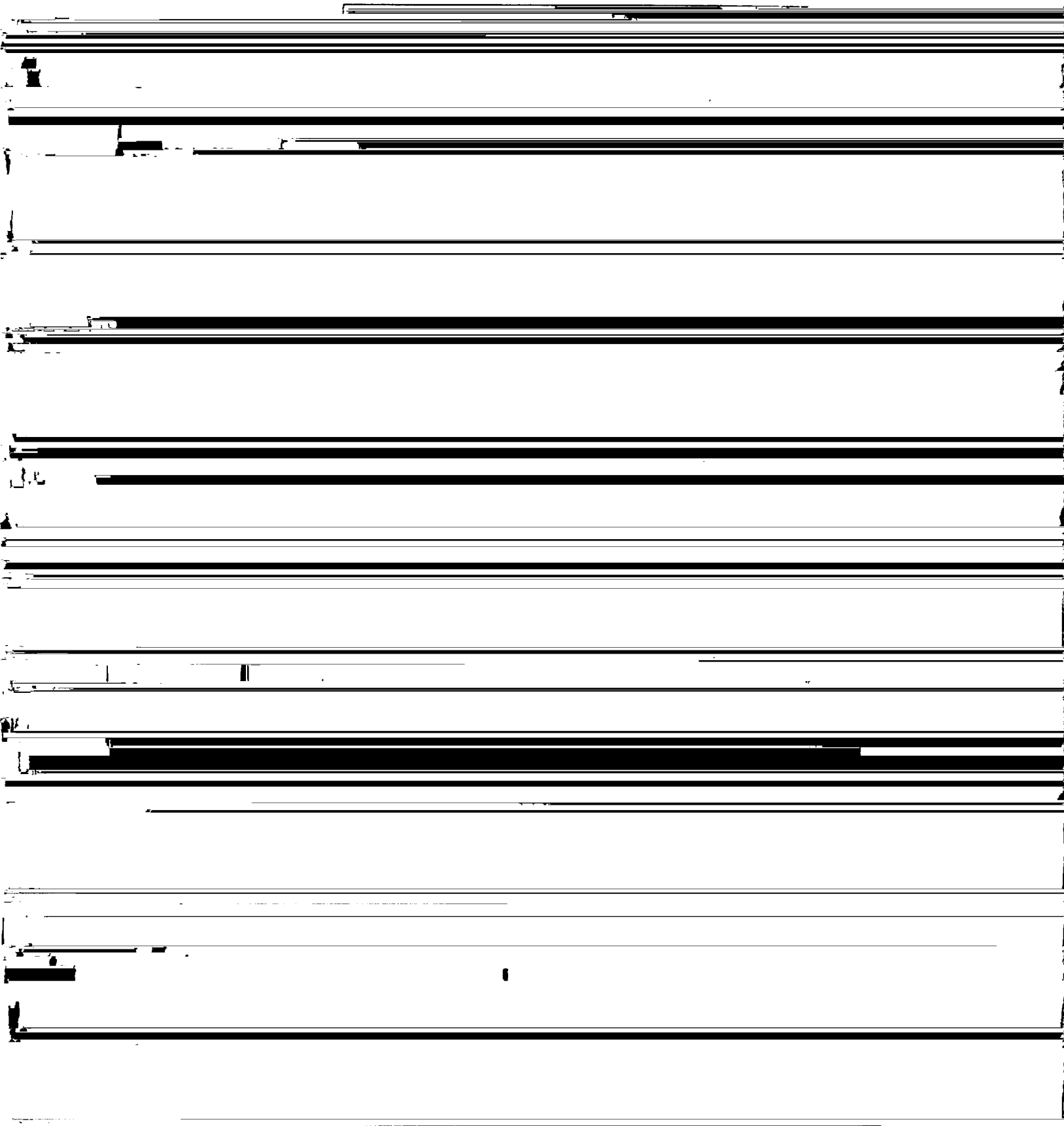
How often is the system response time too slow?

	Number of Respondents	Percentage of Respondents
Rarely	1	7.7
Sometimes	4	30.8
Often	8	61.5

The majority of EW supervisors in Florida are not satisfied with system response time. Over 58 percent of the supervisors believe that overall response time is poor, and more than 69 percent feel that response time is poor during peak processing periods. Over 92 percent believe that response time sometimes or often is too slow.

Availability

How often is the system available when you need to use it?



How often is the system down?

Under the new (current) system, how difficult or easy is it to calculate benefit levels accurately?

	Number of Respondents	Percentage of Respondents
More Difficult	2	20.0
About the same	1	10.0
Easier	7	70.0

EW supervisors generally perceive the quality of the system's data and the accuracy of its calculations to be acceptable. Over 92 percent of the supervisors feel that the information in the system is good. In comparison to the previous system, 70 percent of the EW supervisors think that it is easier to calculate benefit levels accurately with the current system.

Ease of Use

How often do you have difficulty obtaining necessary information from the system?

	Number of Respondents	Percentage of Respondents
Rarely	2	15.4
Sometimes	10	76.9
Often	1	7.7

How often do you have difficulty learning to use the system?

	Number of Respondents	Percentage of Respondents
Rarely	8	61.5
Sometimes	4	30.8
Often	1	7.7

How often do you have difficulty automatically terminating benefits for failure to file?

	Number of Respondents	Percentage of Respondents
Rarely	2	16.7
Sometimes	10	83.3

How often do you have difficulty generating adverse action notices?

	Number of Respondents	Percentage of Respondents
Rarely	5	38.5
Sometimes	7	53.8
Often	1	7.7

How often do you have difficulty generating warning notices?

	Number of Respondents	Percentage of Respondents
Rarely	2	20.0
Sometimes	5	50.0
Often	3	30.0

How often do you have difficulty restoring benefits?

	Number of Respondents	Percentage of Respondents
Rarely	6	46.2
Sometimes	6	46.2
Often	1	7.7

Under the new (current) system, how difficult or easy is it to determine eligibility?

	Number of Respondents	Percentage of Respondents
More Difficult	2	20.0
Easier	8	80.0

Under the new (current) system, how difficult or easy is it to automatically terminate benefits for failure to file?

	Number of Respondents	Percentage of Respondents
More Difficult	1	11.1
About the same	2	22.2
Easier	6	66.7

Under the new (current) system, how difficult or easy is it to generate warning notices?

	Number of Respondents	Percentage of Respondents
More Difficult	1	12.5
About the same	4	50.0
Easier	3	37.5

Under the new (current) system, how difficult or easy is it to restore benefits?

	Number of Respondents	Percentage of Respondents
About the same	2	20.0
Easier	8	80.0

EW supervisors generally feel that the system is relatively easy to use; however, for most functions discussed, a majority of the EW supervisors have difficulties in these areas at least sometimes. Generating warning notices seems to be more difficult than other functions; 30 percent of EW supervisors report often having difficulty with the function, and a minority feel that it is easier to generate warning notices under the current system. In other areas addressed, the majority of EW supervisors believe that in comparison with the previous system, it is easier to perform specific functions with the current system.

FOOD STAMP PROGRAM NEEDS

Supervisor Satisfaction Levels

How often is the system a great help to you in your job?

	Number of Respondents	Percentage of Respondents
Sometimes	7	53.8
Often	6	46.2

How often is the system an added stress in your job?

	Number of Respondents	Percentage of Respondents
Rarely	2	15.4
Sometimes	3	23.1
Often	8	61.5

Under the new (current) system, how satisfying do you find your work?

	Number of Respondents	Percentage of Respondents
Less	5	50.0
About the same	2	20.0
More	3	30.0

Under the new (current) system, how pleasant do you find your work?

	Number of Respondents	Percentage of Respondents
Less	4	40.0
About the same	3	30.0
More	3	30.0

Under the new (current) system, how stressful do you find your work?

	Number of Respondents	Percentage of Respondents
Less	3	30.0
About the same	1	10.0
More	6	60.0

Under the new (current) system, how much work are you able to get done?

	Number of Respondents	Percentage of Respondents
Less	2	20.0
About the same	3	30.0
More	5	50.0

Under the new (current) system, how efficient are you in your work?

	Number of Respondents	Percentage of Respondents
Less	2	20.0
About the same	4	40.0
More	4	40.0

How do you rate the new (current) system in comparison to the previous system?

	Number of Respondents	Percentage of Respondents
Worse	3	30.0
About the same	2	20.0
Better	5	50.0

EW supervisors have mixed opinions about the system as it relates to job satisfaction. All supervisors report that the system sometimes or often is a great help, but over 61 percent also think it often is an added stress.

In comparison to the previous system, supervisors also have mixed feelings about the current system. Overall, 50 percent feel that the current system is better than the previous system. Eighty percent of the supervisors feel that they are as efficient/ productive or more efficient/productive with the current system.

Half of the supervisors, however, find their work less satisfying with the current system, and a majority find their work more stressful.

Management Needs

What is the quality of the reports produced by the system?

	Number of Respondents	Percentage of Respondents
Poor	8	61.5
Good	4	30.8
Excellent	1	7.7

What is the quality of the support provided by the technical staff supporting the automated system?

	Number of Respondents	Percentage of Respondents
Poor	3	23.1
Good	9	69.2
Excellent	1	7.7

How often do you have difficulty making mass changes to the system?

	Number of Respondents	Percentage of Respondents
Rarely	5	50.0
Sometimes	4	40.0
Often	1	10.0

How often do you have difficulty meeting Federal reporting requirements?

	Number of Respondents	Percentage of Respondents
Rarely	6	54.5
Sometimes	4	36.4
Often	1	9.1

Under the new (current) system, how efficient are the people you supervise?

	Number of Respondents	Percentage of Respondents
Less	2	20.0
About the same	3	30.0
More	5	50.0

Under the new (current) system, how difficult or easy is it to make mass changes?

	Number of Respondents	Percentage of Respondents
About the same	1	14.3
Easier	6	85.7

Under the new (current) system, how difficult or easy is it to evaluate local office efficiency?

	Number of Respondents	Percentage of Respondents
More Difficult	2	20.0
About the same	3	30.0
Easier	5	50.0

For the most part, EW supervisors feel that the system supports management needs. A majority of the supervisors, however, believe that the quality of reports produced by the system is poor. In comparison to the previous system, most supervisors feel that the current system facilitates making mass changes. In addition, 80 percent of the supervisors feel that the personnel they supervise are as efficient or more efficient with the current system.

Client Service

Under the new (current) system, how difficult or easy is it to interview a client in a timely manner?

	Number of Respondents	Percentage of Respondents
More Difficult	4	40.0
About the same	3	30.0
Easier	3	30.0

Under the new (current) system, how would you rate the services received by the client?

	Number of Respondents	Percentage of Respondents
Worse	2	20.0
About the same	2	20.0
Better	6	60.0

Under the new (current) system, how do you think the average client is being served?

	Number of Respondents	Percentage of Respondents
Worse	1	10.0
About the same	2	20.0
Better	7	70.0

While the majority of EW supervisors believe that client service is improved with the current system, 40 percent believe that it is more difficult to interview a client in a timely manner than it was with the previous system.

Fraud and Errors

Under the new (current) system, how difficult or easy is it to collect overpayments?

	Number of Respondents	Percentage of Respondents
About the same	3	42.9
Easier	4	57.1

Under the new (current) system, how many errors are made?

	Number of Respondents	Percentage of Respondents
More	5	50.0
About the same	2	20.0
Less	3	30.0

Under the new (current) system, how many false claims are caught?

	Number of Respondents	Percentage of Respondents
Fewer	1	10.0
About the same	4	40.0
More	5	50.0

Under the new (current) system, how many instances of fraud get by?

	Number of Respondents	Percentage of Respondents
About the same	3	30.0
Fewer	7	70.0

For the most part, EW supervisors feel that the current system is an improvement with respect to fraud and errors. A majority of supervisors believe it is easier to collect overpayments and less fraud goes undetected. Half of the responding supervisors also think that more false claims are detected. But, half also think that more errors are made.